

Message Text

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PAGE 01 PARIS 12523 01 OF 04 281657Z

ACTION IO-13

INFO OCT-01 CIAE-00 CU-02 INR-07 NSAE-00 USIA-06 ISO-00

AF-10 ARA-06 EA-07 EUR-12 NEA-10 AID-05 HEW-04

EB-08 COME-00 L-03 TRSE-00 OMB-01 OIC-02 AGR-05

/102 W

-----281858Z 031280 /45

R 281647Z APR 77

FM AMEMBASSY PARIS

TO SECSTATE WASHDC 2225

INFO USMISSION USUN

AMEMBASSY OUAGADOUGOU

AMEMBASSY QUITO

AMEMBASSY CANBERRA

AMEMBASSY ABIDJAN

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NESCO/AIDAC

E.O. 11652: N/A

TAGS: OCON, UNESCO, EAID

SUBJECT: UNESCO 102ND EXECUTIVE BOARD, AGENDA ITEM
3.3.2, JIU REPORT ON COUNTRY PROGRAMMING.

REFERENCE: PARIS 11967

1. INCLUDE AID/PPC/IA/UN IN DISTRIBUTION.

2. SPECIAL COMMITTEE COMPLETED CONSIDERATION OF
AGENDA ITEM 3.3.2, JIU REPORT ON COUNTRY PROGRAMMING
DURING WEEK OF APRIL 18. REPORT ON DISCUSSION AND APP-
ROPRIATE DRAFT RESOLUTION WILL BE INCLUDED IN REPORT
OF SPECIAL COMMITTEE, ADOPTED BY SPECIAL COMMITTEE
MAY 5, AND BROUGHT BEFORE PLENARY MAY10 FOR FINAL
ACTION BY EXECUTIVE BOARD.

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PAGE 02 PARIS 12523 01 OF 04 281657Z

3. LIVELY ALMOST DAY LONG DISCUSSION TOOK PLACE, WITH
MANY MEMBERS IDENTIFYING THIS AGENDA ITEM AS MOST
IMPORTANT AT THIS SESSION OF EXECUTIVE BOARD.
TWELVE SPEAKERS MADE GENERALLY GOOD AND PENETRATING
INTERVENTIONS. MOST PEOPLE HAD READ REPORT. ALMOST
EVERYONE FELT IT OF HIGH QUALITY. MOST SPEAKERS WERE

BOTHERED BY WEAKNESSES IDENTIFIED BY INSPECTORS, AND ESPECIALLY REGRETTED EVIDENCE OF COMPETITION AND DISTRUST AMONG SPECIALIZED AGENCIES AND UNDP. MOST OF INSPECTORS' SUGGESTIONS WERE SUPPORTED.

4. GASHEGU OF RWANDA LAMENTED DISTRUST BETWEEN AGENCIES . FELT UNDP AND AGENCIES SHOULD BE MORE OBJECTIVE, E.G. RELY LESS ON PERSONAL FRIENDSHIPS WITHIN COUNTRY AND ON OLD-BOY NETWORK AMONG EXPERTS. STRESSED NEED FOR FLEXIBILITY AND BETTER ADAPTATION TO LOCAL CONDITIONS. MORE ATTENTION REQUIRED TO SUPPORTING LOCAL ACTIVITIES AND PEOPLE AND LESS TO OUTSIDE EXPERTS.

5. ALDABA-LIM OF PHILIPPINES STRESSED THREE WAY PARTNERSHIP FOR COUNTRY PROGRAM APPROACH OF COUNTRY, SPECIALIZED AGENCY AND UNDP, WITH COUNTRY BEING SENIOR PARTNER. FELT GREATER USE SHOULD BE MADE OF LOCAL EXPERTS OVER IMPORTED TECHNOCRATS AND PROJECTS SHOULD BE ADAPTED TO SPECIAL LOCAL CONDITIONS.

6. PETERSEN OF FRG STRESSED NEED TO IMPROVE WORKINGS OF UN DEVELOPMENT SYSTEM. STRESSED FLEXIBILITY OVER ESTABLISHMENT OF STRICT GUIDELINES. FYI VIEW OF INSPECTORS AND OF UNESCO SECRETARIAT TENDS TO RELY ON ESTABLISHMENT OF MORE RIGID GUIDELINES AS MAJOR SOLUTION TO PROBLEMS. END FYI. HE AGREES WITH INSPECTORS RECOMMENDATIONS ONE, TWO, THREE PARTLY WITH FOUR, FIVE AND SIX. DISAGREES WITH SEVEN. NO COMMENT ON EIGHT. DISAGREES WITH INSPECTORS AND WITH DG ON RECOMMENDATION NINE. LIMITED OFFICIAL USE

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PAGE 03 PARIS 12523 01 OF 04 281657Z

7. VAN USSEL OF BELGIUM STRESSES COUNTRY SOVEREIGNTY AS BASIC STARTING POINT. IS BOTHERED BY FACT THAT SOME COUNTRIES GIVE MORE TO UNDP THAN THEY RECEIVE. FEELS UNDP FUNDS SHOULD BE INCREASED. AGREES WITH ABOVE FRG VIEWS ON INSPECTORS RECOMMENDATIONS. ESPECIALLY FEELS THAT IT PREMATURE TO REVISE CONSENSUS RECOMMENDATION NINE. FEELS GREATER DECENTRALIZATION NEEDED, FAVORS MORE AUTHORITY TO RESREPS. DEPLORES MOVE BY FAO TO SET UP COUNTRY REPS OUTSIDE UNDP AND TO FUND AND RUN OWN DEVELOPMENT EFFORTS. STRESSES NEED FOR BETTER COORDINATION AND MESHING BETWEEN U.N.D.P. AND OTHER SOURCES OF MULTILATERAL AND BILATERAL ASSISTANCE.

8. KOUTAKOV OF USSR AGREES WITH DG COMMENTS IN DOCUMENT 102 EX/6. IS ESPECIALLY WARY OF DECENTRALIZATION, SINCE THIS WILL GO AGAINST UNIVERSAL NATURE OF UNESCO. ALSO FEELS UNESCO SHOULD NOT JUST BE SUBCONTRACTOR TO UNDP. UNESCO SHOULD HAVE FULL CONTROL OF FIELD PROJECTS IN ITS AREAS OF COM-

PETENCE WITHOUT INTERFERENCE FROM UNDP.

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PAGE 01 PARIS 12523 02 OF 04 281705Z
ACTION IO-13

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LIMITED OFFICIAL USE SECTION 02 OF 04 PARIS 12523

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9. BUSTAMENTE OF PANAMA BOTHERED BY COMPETITION AND
DISTRUST BETWEEN AGENCIES BECAUSE IT IS COUNTRIES WHO
SUFFER CONSEQUENCES. AGENCIES SHOULD SERVE NEEDS OF
COUNTRIES RATHER THAN THEIR OWN INTERESTS. QUESTIONS
THE NEED OF AGENCIES TO CREATE ADDITIONAL POSITIONS FOR
COUNTRY REPRESENTATIVES SINCE THIS IS A FUNCTION WHICH
SHOULD BE CARRIED OUT BY REGIONAL OFFICES.

10. ABAD OF ECUADOR. UNFOCUSED RAMBLING INTERVENTION.
DOWNGRADING IMPORTANCE OF COMPETITION BETWEEN AGENCIES.
SMUGLY ASSERTING THAT COMPETITION BETWEEN AGENCIES HAS
ALWAYS EXISTED IN UN SYSTEM AND ALWAYS WILL. DOESN'T
KNOW WHY EVERYONE SO EXCITED ABOUT IT. RATHER ANTI
UNDP AND ESPECIALLY ANTI RESREPS. WORKED IN COMMENT THAT
JUST AS THERE ARE AMBASSADORS WHO SPECIALIZE IN DESTA-
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PAGE 02 PARIS 12523 02 OF 04 281705Z

BILIZING COUNTRIES THERE ARE RESREPS WHO SPECIALIZE IN DISMANTLING UN PROGRAMS. SAYS DEVELOPING COUNTRIES HAVE SO MANY INTERNAL COMPETING NEEDS IT DIFFICULT FOR THEM TO SELECT PRIORITIES. NEED FOR BETTER PROCEDURES FOR PLANNING AND COORDINATING UN PROGRAMS.

11. DAYAL OF INDIA FEELS DIFFICULTIES IN UN DEVELOPMENT SYSTEM MUST BE SOLVED URGENTLY. COUNTRY NEEDS MUST TAKE PRECEDENCE OVER AGENCY DESIRES. GENERALLY AGREES WITH INSPECTORS RECOMMENDATIONS EXCEPT NUMBER SEVEN ON USE OF COORDINATING COMMITTEE OF UN REPS AT COUNTRY LEVEL. THIS COULD IMPINGE ON COUNTRY SOVEREIGNTY. UN SYSTEM SHOULD MAKE MORE USE OF NATIONAL PEOPLE AND INSTITUTIONS.

12. PHILP OF AUSTRALIA FEELS COUNTRY PROGRAMMING HAS BEEN ABSOLUTE DISASTER. UNDP RESREPS IMITATE GOD, FEEL OMNIPOTENT AND ARE INSENSITIVE TO COUNTRY NEEDS AND TO WISHES OF SPECIALIZED AGENCIES. FEELS MAJOR REFORM SHOULD BE FOR UNDP TO GET NEW TYPE OF RESREP. FEELS UNESCO REGIONAL OFFICES AND STAFFS SHOULD HAVE GREATER ROLE IN UNDP PROJECTS.

13. AKOTO OF IVORY COAST FEELS CONCEPT OF UNIFIED COUNTRY PROGRAM IS NOT VALID. A COUNTRY HAS TOO MANY COMPLEX ISSUES AND PROGRAMS FOR THEM TO BE COMBINED INTO ONE. FEELS IT IMPOSSIBLE TO EXPECT ONE PERSON, RESREP, TO BE KNOWLEDGEABLE OF BROAD ARRAY OF COUNTRY NEEDS. DECISION MAKING BY RESREPS SKEWED BY PERSONAL FRIENDSHIPS BETWEEN RESREPS AND NATIONAL OFFICIALS SO THAT GOOD FRIENDS GET MORE UNDP PROJECTS. UNDP PROGRAM SHOULD BE IN HANDS OF NATIONAL OFFICIALS RATHER THAN OUTSIDER RESREP.

AGREES WITH USSR THAT UNESCO SHOULD NOT BE A PASSIVE CONTRACTOR FOR UNDP. ADVOCATES GIVING UNESCO NATIONAL LIMITED OFFICIAL USE

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PAGE 03 PARIS 12523 02 OF 04 281705Z

COMMISSIONS AUTHORITY OVER UNDP PROJECTS IN UNESCO AREAS OF COMPETENCE. LINK SHOULD BE UNDP TO UNESCO TO UNESCO NATIONAL COMMISSION TO COUNTRY MINISTRY.

14. AGJOBU-KEMMER OF NIGERIA SEES IMPROVEMENTS OVER PAST SITUATION. STRESSES NEED FOR GREATER OPPORTUNITIES FOR DEVELOPING COUNTRIES TO SEND

THEIR PEOPLE TO STUDY IN DEVELOPED COUNTRIES. IS ESPECIALLY BOTHERED BY PARAGRAPH 15 OF INSPECTORS' REPORT WHICH INDICATES THAT SECOND CYCLE OF COUNTRY PROGRAMMING IS NOT TAKING STEPS TO ELIMINATE WEAKNESSES ENCOUNTERED IN FIRST CYCLE.

15. SLEEPER OF U.S. EMPHASIZED COUNTRY NEEDS SHOULD TAKE PRECEDENCE OVER AGENCY DESIRES. FELT FIRST CYCLE COUNTRY PROGRAMMING WAS CONSIDERABLE IMPROVEMENT OVER PRE-CONSENSUS DAYS. SECOND CYCLE COULD BE EVEN BETTER IF UNDP AND AGENCIES BUILD ON STRENGTHS AND LEARN FROM FAILURES. OUTSIDE EVALUATION SUCH AS INSPECTORS REPORT USEFUL FOR THIS. URGED THAT UNESCO AND OTHER AGENCIES GIVE MORE ATTENTION TO UPGRADING QUALITY, RELEVANCE AND SPEED OF ASSISTANCE CAPABILITY RATHER THAN SEEK MORE RIGID REGULATIONS INSURING AGENCY ROLE. CITED GOOD WORK BEING DONE BY UNESCO WITH WORLD BANK, UNICEF, AND FUNDS IN TRUST PROJECT FOR WHICH UNESCO SERVICES IN HIGH AND GROWING DEMAND. THIS COMPARED WITH SOMEWHAT MARGINAL AND DECREASING ROLE FOR UNESCO WITH UNDP, WHICH RELATED TO WORK FOR UNDP BEING OF LESSER QUALITY AND RELEVANCE THAN WORK FOR OTHER SOURCES OF OPERATIONAL EFFORTS. BASED ON FIELD VISITS AND COMPARATIVE ANALYSES OF UNESCO ACTIVI-

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PAGE 01 PARIS 12523 03 OF 04 281714Z
ACTION IO-13

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AF-10 ARA-06 EA-07 EUR-12 NEA-10 AID-05 HEW-04
EB-08 COME-00 L-03 TRSE-00 OMB-01 OIC-02 AGR-05
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R 281647Z APR 77
FM AMEMBASSY PARIS
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LIMITED OFFICIAL USE SECTION 03 OF 04 PARIS 12523

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TIES IN TWENTYONE COUNTRIES, AGREED WITH MOST OF INSPECTORS' OBSERVATIONS OF WEAKNESSES. STRESSED ESPECIALLY THAT EFFECTIVE DECENTRALIZATION (WITH UNESCO BEING ONE OF MOST CENTRALIZED OF MAJOR AGENCIES) AND FLEXIBILITY (WITH UNESCO BEING ONE OF MOST RIGID OF AGENCIES) WERE IMPORTANT. HAD NOTED THAT MOST DECENTRALIZED AND FLEXIBLE AGENCIES TENDED TO HAVE BEST PROJECTS AND BEST RELATIONS WITH COUNTRY AND UNDP OFFICIALS, WITH CONTRARY SITUATION FOR MOST CENTRALIZED AND RIGID AGENCIES. MADE PRELIMINARY COMMENTS ON INSPECTORS' RECOMMENDATION ONE, THAT IF UNESCO DID BETTER SECTOR STUDIES THEY WOULD BE BETTER UTILIZED, FOLLOWING EXAMPLE OF GOOD STUDIES PREPARED FOR WORLD BANK; RECOMMENDATION THREE, THAT EXECUTIVES OF UNDP AND AGENCIES MUST TAKE FIRM STEPS TO ELIMINATE COMPETITION AND DISTRUST AND PUT COUNTRY NEEDS PARALIMITED OFFICIAL USE

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PAGE 02 PARIS 12523 03 OF 04 281714Z

MOUNT IN PROCESS; RECOMMENDATION FOUR, THAT ALTHOUGH UNESCO IS MOVING TOWARDS GREATER DECENTRALIZATION, IT STILL HAS FAR TO GO. REGIONAL OFFICES STILL HAVE NO DECISION MAKING AUTHORITY OVER FIELD PROJECTS. EXPERTS MUST SEND EVEN MINOR DECISIONS BACK TO PARIS FOR ACTION;

RECOMMENDATION SIX, UNESCO COULD IMPROVE FIELD REPRESENTATION FUNCTIONS BY ASSIGNING APPROPRIATE DECISION MAKING AUTHORITY TO FIELD EXPERTS AND REGIONAL OFFICE STAFF WITHOUT NEED FOR ADDITIONAL PERSONNEL OR BUDGETS.

16. KABORE OF SECRETARIAT, DEPUTY ADG FORFOR CPX, GAVE SECRETARIAT VIEWS RE INSPECTORS' REPORT AND SPECIAL COMMITTEE DISCUSSION. HIGHLIGHTS AS FOLLOW. (A) COMPETITION BETWEEN SPECIALIZED AGENCIES IS AN OLD STORY AND JUST SMALL STUFF. IT WILL ALWAYS BE WITH US AND PEOPLE SHOULD NOT GET OVERLY EXCITED. AFTER ALL COMPETITION CAN BE A GOOD THING. INTERAGENCY COMMITTEES MEETINGS PERIODICALLY DO AWAY WITH ANY REAL CONFLICT.

(B) SINCE START OF COUNTRY PROGRAMMING A MALAISE HAS SPRUNG UP WHOSE MAIN SYMPTOM IS A GROWING MARGINAL ROLE OF SPECIALIZED AGENCIES IN UNDP PROGRAMS. THE CAUSE OF THIS MALAISE IS THE GREATER FLEXIBILITY PRACTICED BY UNDP. THIS FLEXIBILITY HAS LEAD TO VAGUENESS AND AGENCIES BEING UNCERTAIN WHAT THEIR RIGHTS AND POWERS WERE AND WHAT PROCEDURES SHOULD BE FOLLOWED.

AGENCIES ARE NOW TAKING STEPS TO RECTIFY SITUATION. WILL MAKE STRONG INPUT TO DISCUSSION AT JUNE UNDP GOVERNING COUNCIL ON FUTURE OF UNDP. ALSO, AGENCIES LOOKING FORWARD TO GREATER AGENCY ROLE THROUGH WORK OF INTER-AGENCY TASK FORCE ASSIGNING AGENCY REPS TO WORK WITH UNDP IN NEW YORK. THIS WILL HELP LOOK AFTER AGENCY INTERESTS.

(C) SECRETARIAT IS NOW STUDYING VARIOUS STEPS FOR LIMITED OFFICIAL USE

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PAGE 03 PARIS 12523 03 OF 04 281714Z

UNESCO TO DECENTRALIZE MORE. THIS WOULD IMPROVE UNESCO PARTICIPATION IN FIELD OPERATIONS. IN MEANTIME EXPLAINED HOW UNESCO IS BEGINNING TO EXPAND ITS NETWORK OF COUNTRY REPRESENTATIVES, A CHANGE AND EXPANSION OF PRIOR SYSTEM WHEREBY UNESCO CHIEFS OF MISSION SERVED AS UNESCO QUOTE AMBASSADORS UNQUOTE TO ACCREDITED COUNTRIES.

(D) REGARDING REVISION OF CONSENSUS, D.G. HAD NOT ASKED FOR REVISION BUT SINCE INSPECTORS HAD RAISED THE ISSUE, DG FELT THAT A POSSIBLE REVISION SHOULD BE CONTEMPLATED. AFTER ALL COUNTRY PROGRAMMING HAD PROVEN TO BE CATASTROPHIC IN SEVERAL COUNTRIES. ALSO, RESTRUCTURING OF UN DEVELOPMENT SYSTEM COULD WELL LEAD TO SOMETHING BETTER THAN COUNTRY PROGRAMMING.

(E) ON TECHNICAL ASSISTANCE AMONG DEVELOPING COUNTRIES, UNESCO WAS ALREADY STRESSING THIS. SOME THIRTY PERCENT OF FELLOWSHIPS ARE NOW PLACED IN DEVELOPING COUNTRIES. PRESENTLY SOME THIRTY-EIGHT PERCENT OF UNESCO EXPERTS ARE FROM DEVELOPING COUNTRIES. SECRETARIAT WILL ACTIVELY SEEK TO INCREASE BOTH PERCENTAGES.

17. FOBES, DDG, ADDED ADDITIONAL COMMENTS. (A) POINTED OUT THAT SECTOR STUDIES PREPARED IN PAST FOR UNDP WERE NOT VERY GOOD. HOWEVER UNDP WAS TO BLAME BECAUSE OF SHORT TIME REQUIREMENTS AND BECAUSE UNESCO DID NOT KNOW WHAT USE WOULD BE MADE OF SECTOR STUDIES.

(B) FELT THAT ACCOUNTABILITY OF UNDP TO DONORS AND OF RESREPS TO UNDP ADMINISTRATOR IS A HEAVY BURDEN FOR UNDP SYSTEM. WORRYING ABOUT ACCOUNTABILITY LEFT NO TIME OR ENERGY TO FACE MORE IMPORTANT AND BROADER ISSUES OF DEVELOPMENT.

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PAGE 01 PARIS 12523 04 OF 04 281718Z
ACTION IO-13

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LIMITED OFFICIAL USE SECTION 04 OF 04 PARIS 12523

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18. KI-ZERBO OF UPPER VOLTA, CHAIRMAN OF SPECIAL
COMMITTEE, GAVE LENGTHY AND RAMBLING QUOTE SUMMARY UN-
QUOTE OF DISCUSSION DURING WHICH HE INTRODUCED SEVERAL
NEW AND IRRELEVANT SUBJECTS. (A) MADE
SPECIAL POINT TO STRESS NEW INTERNATIONAL ECONOMIC
ORDER, NIEO, AND REGRETTED THAT NO ONE ELSE HAD INTRO-
DUCED THIS SINCE THIS IS WHAT DEVELOPMENT WAS ALL ABOUT.
(B) STRESSED NEED FOR COUNTRY SELF-RELIANCE, WORK, AND
DISCIPLINE. RECOGNIZED NEED FOR EXTERNAL ASSISTANCE, BUT
COUNTRY HAD TO BE STRONG INTERNALLY TO MAKE GOOD USE OF
EXTERNAL ASSISTANCE. (C) MULTILATERAL HELP IS MUCH PRE-
FERRED OVER BILATERAL ASSISTANCE SINCE NO STRINGS ARE
ATTACHED TO MULTILATERAL PROGRAMS. WITHIN
MULTILATERAL SYSTEM UNESCO HAS CLEANEST
OPERATION, WITH UNESCO BEING MORE OBJECTIVE THAN OTHER
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PAGE 02 PARIS 12523 04 OF 04 281718Z

GROUPS. DEPLORED OTHER ASSISTANCE PROGRAMS (NO NAMES
MENTIONED, ALTHOUGH BILATERAL IMPLIED) WHO ARE FOLLOWED
BY RETINUE OF CONSULTANTS, CONTRACTORS, BIG BUSINESS,
FACTORIES, COMMERCE, ETC. WHO WANT TO SELL THINGS TO
COUNTRY RECEIVING ASSISTANCE. UNESCO IS MORE PURE
AND ONLY BUILDS UP LOCAL EXPERTISE AND INSTITUTIONS;

(D) ENDED WITH FINAL REPEAT REFERENCE TO NIEO WITH CON-
CLUSION THAT ONLY NIEO WILL PAY ATTENTION TO PEOPLE'S
NEEDS AND KEEP COUNTRIES OUT OF HANDS OF TECHNO-
CRATS.
GAMMON

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Message Attributes

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